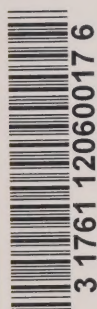


MANAGERS FOR LOCAL GOVERNMENT



a study

The Discussion Papers
1: Manpower Planning



ASB
advisory services branch

Ministry of Treasury,
Economics and
Intergovernmental
Affairs

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MANAGERS
FOR
LOCAL
GOVERNMENT:

A Study

THE DISCUSSION PAPERS

I. THE NEED FOR
MANPOWER PLANNING

With Provisional

Recommendations

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Fall 1976

In January of 1976, this Branch launched a study titled Managers for Local Government, the objective of which is to predict the qualitative and quantitative requirements for local-government managers over the next ten years, and to recommend methods by which needs can be met.

A questionnaire was sent to all municipal clerks, treasurers, chief administrative officers and personnel officers. The responses were compiled and analysed in a report titled "The Data Base", released in June of this year. A similar questionnaire to council members has been analysed, and comparisons have been drawn with the analysis of the questionnaires to appointed officials. The questionnaires were backed by interviews in nearly 100 municipalities. Data were also gathered from such sources as the Municipal Directory.

Using primarily those sources of data and opinions, this paper has been produced as the first in a series of papers to be issued in the next few months. Other topics addressed will be:

- Career Planning,
- Organizational Development,
- Recruitment,
- Education and Training,
- A Summary of Provisional Recommendations.

These papers and their provisional recommendations will be discussed with municipal associations, professional groups, individual municipal staff members and councillors, educators and opinion leaders.

A second series of papers, with more definitive recommendations, will follow. Discussions resulting from these papers will lead to the final report, which is to be produced by the summer of 1977.

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INTRODUCTION

This paper is the first attempt to examine the overall employment picture in municipal government in Ontario. Individual municipalities may have examined their own employment patterns, but there has never been an examination of municipal government as a corporate employer.

This paper will identify the number of managers now employed in municipal government; the patterns of job rotation and job vacancies at management levels; new management positions that will be established, recruitment sources for these new positions; and allied matters.

For the purpose of this study, a manager is defined as one who is involved in:

- allocation and control of staff resources;*
- formulation of policy recommendations to council; and*
- administration of policies or programs.*

It is assumed that management generally will include all department heads and other senior supervisors.

The paper does not propose to be termed a manpower plan, but rather an identification of the need for manpower planning. It does not propose to be identified as a methodology of carrying out manpower planning, but rather as a vehicle to introduce the relatively new concept of manpower planning to the field of municipal public service.

It is understood that changes in municipal structure, municipal functions, expectations of the public, and technological changes might affect the predictions made in this paper. If this type of forecasting is found beneficial by local governments, the predictions must be updated on a regular basis to reflect the changes that might occur.

Personal comments on the papers or sections of papers are invited from people involved in local government. Many municipalities have made this study a topic for meetings of department heads.

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WHAT IS MANPOWER PLANNING?

Manpower planning is a process intended to assure an organization that it will have a proper number of properly qualified and motivated employees in its work force at some specified future time to carry out the work that will have to be done.

Municipal organizations are beginning to find that they may not be able to find someone to do a job at the moment the job needs to be done unless they have taken steps to procure, develop, and properly utilize their manpower resources. The employee also benefits from manpower planning through being given a clearer picture of opportunities for personal career development.

There are dozens of different approaches to manpower planning because the application of this process is as varied as the organizations which use it. There is some commonality, however, in the various approaches. All the literature produced to date agrees that the integral elements of manpower planning include:

- forecasts of the quantitative and qualitative needs for manpower in the future;
- forecasts of retirements, resignations, promotions and other internal movements;
- forecasts of the internal manpower supply that will be available to meet those needs;
- forecasts of shortfalls and availability of manpower in the market;
- plans for recruiting, selecting, and placing new employees in the organization;
- plans for the training and development of employees to keep abreast of new skills which will be required;
- anticipation of promotions or internal movement of employees needed to realign the work force in the face of changing conditions.

Forecasting of manpower needs can be done in two ways. Organizations can establish the pattern of historic development of manpower needs and project this into the future; or organizations can simply make educated guesses of both the numbers and types of employees required. Many forecasts involve both projections and estimates. All can have value.

The supply of manpower can be more easily determined through making an inventory of the existing manpower supply and determining how many staff members will be available at the end of a given period of time. Once the gap between need and supply has been determined, it is a relatively standard process of determining whether existing employees can be trained or developed for the jobs, or whether recruitment will have to take place. If there is to be training and development, appropriate courses of action have to be identified and put into practice. If outside recruitment is the solution to the gap, organizations must determine if they will recruit to serve short-term or long-term needs--whether they will fulfill the requirements of jobs as they now exist, or jobs as they will develop.

No attempt will be made in this paper to discuss how manpower planning could take place within local government. If, as a result of examination of this paper, municipalities feel they would like to investigate the concept more thoroughly, methods can be discussed and compared.

It is important to remember, however, that the discipline of manpower planning is more important than the system through which it is carried out.

SUMMARY OF FINDINGS

150 C.A.O. POSITIONS TO BE FILLED	<i>At least 140 new chief administrative officer positions will be created by municipalities in Ontario over the next 10 years and at least 10 existing C.A.O.'s will retire.</i>
500 CLERK POSITIONS TO BE FILLED	<i>At least 500 clerk or clerk-treasurer positions will have to be filled during the next 10 years, 300 as a result of incumbents retiring or leaving municipal service, and 200 to replace incumbents who accept positions in other municipalities or who move into positions such as C.A.O.</i>
90 TREASURER POSITIONS TO BE FILLED	<i>At least 60 municipalities will split the position of clerk-treasurer in the next 10 years with the incumbent generally assuming the position of clerk, opening up 60 new jobs in the treasury function. Retirements or resignations will vacate at least 30 other positions.</i>
100 SENIOR ENGINEER POSITIONS TO BE FILLED	<i>About 30 senior engineering positions will be vacated due to retirement, with an equal number likely to become vacant as incumbents leave municipal service. At least 40 new engineering management positions will be created.</i>
40 NEW SENIOR PLANNING POSITIONS TO BE FILLED	<i>About 40 local governments will establish senior planning positions, with recruits most likely to come from mid-management in large centres.</i>

<p>40 NEW SENIOR PARKS AND RECREATION POSITIONS TO BE FILLED</p>	<p><i>About 40 municipalities will establish senior parks and recreation positions. Again, recruits will most likely come from mid-management in large centres.</i></p>
<p>3,500 MID-MANAGEMENT POSITIONS TO CHANGE INCUMBENTS</p>	<p><i>Approximately 3,500 supervisory and mid-management municipal employees will change jobs over the next 10 years.</i></p>
<p>70,500 NOW DIRECTLY EMPLOYED IN MUNICIPAL GOVERNMENTS, WITH A 7 PER CENT INCREASE PREDICTED</p>	<p><i>Total employment in municipal government will increase by at least 7 per cent over the next 10 years, bringing the total employment from 70,500 in 1976 to 75,000 in 1986.</i></p>
<p>835 MUNICIPALITIES, TOGETHER, FORM ONE OF THE LARGEST EMPLOYMENT POOLS IN THE PROVINCE</p>	<p><i>Municipal government is one of the largest, if not the largest, employer in Ontario; however, this figure is divided among 835 individual municipal employers with staff complement ranging from one part-time person to 12,487 employees. There is no single body or municipal association addressing municipal management development as a primal function, nor any single body or municipal association examining the role of local government as an employer.</i></p>

QUANTITATIVE ASSESSMENT OF THE NEED FOR MANAGERS

It is impossible to come up with an exact figure of the number of management employees who will be required by municipal governments in the next ten years; however, it is possible to predict a figure with reasonable accuracy.

Results of the two major surveys conducted as part of this study have shown:

- 50% of the municipal management staff expect to change jobs within the next 10 years.
- 45% of the municipal management staff expect to change municipal employers within the next 10 years.
- 45% of the respondents expect their replacements will be recruited from other municipalities.
- 80% of the municipal management staff expect there will be increases in the size of their total staff complement.
- 40% of the municipal management staff expect there will be a change in the structure of their administration, and about half of these predict the change will involve the creation of the position of chief administrative officer. Most of the rest predict a re-organization of departments, with new department heads or a commissioner system.

- A sample of municipal politicians shows that 40% predict there will be a change in the administrative structure of their municipalities, and nearly all of these feel this will involve the creation of a chief administrative officer system. A significant number of others (over 5%) predict new positions in the field of intergovernmental liaison and policy research.
- Statistics gathered in 1976 indicate a total of 70,500 employed by municipal government. Using the accepted figure of 10% of total employment being in the management cadre, there are at least 7,000 management positions in Ontario municipalities. This figure would be considerably higher (about 8,000), if it were considered that 40% of all municipalities employ fewer than ten people, and at least two of these employees (or at least 20% of total employment) would be "managers".

METHODS OF COLLECTING AND ANALYSING DATA

A. Weighting Questionnaire Results

One of the major difficulties encountered in the preparation of The Data Base¹ was that so few large municipalities responded to the questionnaire. Only 26% of the higher population areas responded,² but these same areas account for well over half of the total municipal employment.

It is imperative, then, that when predictions of future staffing are made a weighting factor be given to the larger municipalities in order to make their responses more realistic in view of the total municipal picture.

Since roughly one-quarter of the larger municipalities responded, and the larger municipalities represent roughly half the total employment, a weighting of "2" will correct the imbalance which would have otherwise occurred.

¹Unless otherwise noted, all statistics used in this paper are drawn from The Data Base, the third report in this study. Copies of this report can be obtained by writing to Advisory Services Branch, 6th Floor, 56 Wellesley Street West, Toronto, Ontario, M7A 1Y7.

²For the purposes of this study, "higher population areas" are those with population over 50,000.

A re-examination of Question A-7 from The Data Base, with the weighting factor incorporated, would now show:

	<u>None</u>	<u>5% or Less</u>	<u>6-10%</u>	<u>11-20%</u>	<u>Over 20%</u>	<u>No Response</u>
Management Increase Predicted	40%	28%	10%	6%	13%	3%
Total Employment Increase Predicted	16%	29%	25%	11%	15%	4%

B. Predicted Growth Patterns

The survey also showed that upper-tier municipalities were much more confident of growth in their employment. A comparison with results obtained from the questionnaire to councillors indicated this is likely the result of expected county reorganization or anticipated reorganization of other upper-tier municipal governments. There appeared to be a pervading anticipation of realignments within local government, and of this resulting in new management patterns as responsibilities of lower and upper-tier municipalities are redesigned.

Many of the municipalities in which no growth in numbers of management staff was predicted were the smaller (under 50,000 population) centres. Only 20% of those under 50,000 felt there would be no growth in total municipal

employment, while 49% of the same centres felt there would be no growth in management positions. This apparently contradictory statistic may well result from the fact that in smaller municipalities the traditional management positions of clerk and treasurer are already in existence (through statutory requirements) and there will be no need in the foreseeable future to increase the number of "managers".

The Municipal Act requires the same officers for the largest and the smallest municipalities. In the larger centres these statutory positions will have developed into departments, while in the smaller areas the required positions may be filled by the same person, and in many cases this "one-person office" requires only a part-time position.

An attempt was also made to predict the likely staffing changes resulting from social demands on Ontario municipalities. It was planned that this would be based on a survey of "more mature" municipal systems in the United States and Europe. This plan was abandoned when it became apparent that criteria for such an examination could not be drawn up within the time constraints of this study. Substantial costs would have also been involved for what would have been an exercise of dubious value. However, councillors, in their questionnaire responses, were able to identify many employment areas which are the direct result of social change (see pages 16-18).

C. Private Interviews

All predictions made in the questionnaires have been re-assessed through private interviews in over 100 municipalities representing all types of municipalities. In all cases the person being interviewed was asked to "dream up" the best possible staffing situation in terms of his department. Usually the "dream" was backed by staffing requests during the most recent budget preparation. The person was then asked to suggest the smallest possible staff increase through which the necessary predictable programs could be carried out. This latter figure has been used in the predictions.

D. A Comparison of Responses

Based on the sources of information available, the following chart has been prepared:

TOTAL NUMBER OF NEW MANAGERS REQUIRED BY FIVE METHODS OF PREDICTION

Number of Municipalities	Population of Municipality	Questionnaire	Questionnaire	Questionnaire	Questionnaire	Interviews
		to Managers (519 Respondents)	to Managers (Weighted)*	to Councilors (219 Respondents)	to Councilors (Weighted)*	
219	1,000 or less	101	101	100	100	170
471	1,001 to 10,000	230	230	285	285	350
63	10,001 to 25,000	31	31	47	47	65
48	25,001 to 100,000	96	192	130	260	200
34	over 100,000	102	204	150	300	200
TOTAL		560	758	712	992	985

* For method of weighting responses, see Page 5 of this report.

As can readily be seen, somewhere between 560 and 992 new managers will have to be found by local governments within the next 10 years. It would appear reasonable to assume that this figure will be closer to 700-900. There is no way, at the moment, to determine what effect the current spending constraints program will have on this predicted figure, but it must be assumed that the figure represents the desirable number of new managers, in normal financial times. For the purpose of further discussion within the report, it will be assumed that the desirable and probable number of new managers is about 800.

ANALYSIS OF NEEDS BY FUNCTIONAL AREA

With a working estimate of the quantitative management requirements now at hand, it is necessary to subdivide this total into the areas of responsibility which it represents. Based on results from the questionnaire to appointed officials, the questionnaire to elected members, and interviews, the following breakdown becomes apparent:

<u>Job Title or Function</u>	<u>New Positions</u>	<u>Vacated Positions</u>	<u>Total</u>
Chief Administrative Officer (Town Manager, Municipal co-ordinator)	140	10	150
Clerk (Clerk-Treasurer)		500	500 ¹
Treasury	30	60	90
Engineering (P.U.C., Transit, etc.)	40	60	100
Personnel and Labour Relations	50		50
Planning	40		40
Recreation	40		40
Solicitor	15		15
Intergovernmental Liaison Office	10		10
Information Office	25		25
Research Office	5		5
Community Services Co- ordination	10		10
Social Services (and Housing) Co-ordination	<u>10</u>	<u>—</u>	<u>10</u>
TOTALS	<u>415</u>	<u>630</u>	<u>1,045</u> ²

¹The prediction of 500 clerks' positions is based on the questionnaire responses which indicate 300 clerks will retire or leave municipal service and that about 200 other clerks will transfer from one municipality to another.

²The figure 1,045 appears out of line with other total management predictions in this paper; however, this figure includes the 200 clerks who are expected to move from one municipality to another, and therefore do not represent required "new" staff.

These figures will be examined here to determine:

- if a position will be created, and why it will be created;
- if an existing position will become vacant and why it will be vacated.

An analysis will also be made of the predictable source(s) of recruitment for each type of position.

Chief Administrative Officer

The 1976 Municipal Directory listed 113 people in the category "chief administrative officer". The vast majority of these held titles such as clerk-administrator, town administrator, administrator-clerk-treasurer.

No attempt has been made to distinguish between types of chief administrative officers, such as:

- the C.A.O. who has vested authority over all management functions and the department heads who administer them;
- the co-ordinating officers, usually in smaller centres, with no vested authority over other senior management staff.

Nearly all of the 150 chief administrative officer positions which were predicted as a result of this study will be new positions. A few, about 10, involve replacement of incumbents.

It was also suggested strongly during the study that the new C.A.O.'s will, for the most part, be recruited from among those already holding senior positions within municipal governments.

Most of these (75%) will be found in other municipalities as opposed to the staff of the municipality where the position will be created.

Clerk

Each municipality in Ontario is required to appoint a clerk. A total of 642 of the 835 clerks are also appointed treasurer for the municipality. The study has already shown that roughly half of the 835 now holding the position of clerk expect to change jobs within the next 10 years; however, most of these expect to be moving from the position of clerk in one municipality to clerk in another, perhaps larger, municipality. Roughly one-third of the 835 clerks will be retiring or resigning (without moving into another municipal job) within the next 10 years.

It is safe to assume that at least 300 new clerks will have to be found within the next 10 years to replace those who retire or leave the municipal service. About another 200 will move from clerk within one municipality to clerk or perhaps deputy clerk in another. In total, there will likely be about 500 job changes, but only about 300 actual new clerks.

The majority of jobs created by people both leaving the municipal service and transferring within the service will be created in small municipalities. Questionnaire results indicated roughly three-quarters (or 75%) of the job changes will be in small municipalities.

In private enterprise it could generally be stated that people recruited to fill these positions would be recent graduates of post-secondary educational institutions; however, for local government this assumption appears not to be valid.

Survey results indicate the smaller municipalities generally hire people with little municipal experience or training. These municipalities usually require a demonstrated ability in bookkeeping or accounting, salaries are generally at the lower end of the scale career-pathing is not immediately recognizable, and "big city" amenities are not available. These elements are usually not conducive to attracting post-secondary school graduates. The municipalities often also express a preference for a "local son" under the premise that knowledge of the history, geography and social structure of the municipality is more important than formal training or municipal experience.

Survey results show that half the municipalities, in recruiting senior management officials, demand at least five years municipal experience, 20% demand a thorough knowledge of the municipality, and about half require some level of formal education.

Treasury

The 1976 Municipal Directory lists 187 people in municipal government who hold the title of treasurer, exclusive of other duties such as clerk-treasurer. Study results indicate that at least 60 "pure" treasury positions will open in the next 10 years. Of these, few will be replacements for existing treasurers. The vast majority appear to result from splitting of the clerk's function and treasurer's function in smaller municipalities. This splitting is a natural result of increase in work load and sophistication of functions.

A dichotomous situation appears in the area of recruitment to the predicted treasury positions. Many respondents indicated there was an existing staff person, usually performing a bookkeeping function, who would be elevated to the new position; however, the same respondents indicated they recognize the need for some formal accounting background in any candidate for this type of office.

Engineering

Because of a similar study of the engineering field already conducted by the Ontario Municipal Engineers' Association, this study did not specifically request information from engineers; however, many of the respondents to the councillors' questionnaire indicated their municipality would be establishing the position of engineer.

The requirement for this new position was generally in the smaller municipalities, and generally involved the establishment of hard services, such as water or sewerage facilities. It can be assumed that these municipalities are now filling their need for professional engineers by retaining firms of consultants.

It would appear that at least 40 local governments will be establishing engineering positions, generally with titles such as director of public works, or in conjunction with a Public Utilities Commission.

The Ontario Municipal Engineers Association study indicated that, based on a sample of 55 respondents, nearly 15% of those who now hold the title of municipal engineer will be retiring within the next 10 years. This would open up about 30 more senior engineering jobs. Since there are strong indications that these jobs would be filled by recruitment within the municipality, there would, therefore be an equal number of vacancies created at the mid-management level.

Planning

Again, this discipline has not yet been specifically investigated by this study. The prediction of 40 new management positions in planning is a result of responses made by council members to a questionnaire. In nearly all cases the planning positions were predicted in

smaller and medium-sized municipalities (under 50,000 population). It can be assumed that these municipalities are now filling their requirements for professional planning by retaining firms of consultants.

There are fewer than 100 people filling the position of Planning Director throughout the Province. Many municipalities list a firm of consultants as their planner, while the majority have no person or firm designated for this position. It would appear that, based on normal mobility, approximately half the existing planners will change position over the next 10 years.

There will be few retirements, according to a rough age distribution determined during interviews. If existing patterns continue, planners for small municipalities will generally come from mid-management groups in larger municipalities. Most of the 40 predicted jobs will, therefore, be filled by people now in the planning field in large municipalities, and the vacancies left by them will be filled, most likely, by recent graduates of colleges or universities.

Solicitor

Most municipalities with a population of less than 50,000 rely on private lawyers or firms of lawyers to provide legal assistance. The 15 municipal solicitor positions which have been predicted are all new positions, and are generally in the medium-sized municipalities.

There are fewer than 100 people now employed in the position of municipal solicitor in the Province. A normal age distribution would indicate that at least half of these would change position or retire within the next 10 years. Additionally, most municipalities have recruited solicitors from the firms which had acted on their behalf before the establishment of the municipal job. There is little to indicate this pattern will change.

Personnel and Labour Relations

Responses from councillors indicate approximately 50 new positions will be established in the field of personnel and labour relations. Again, the vast majority will be in the medium-sized municipalities. Traditionally, municipalities have recruited personnel staff from private industry, and there appears to be little reason to suspect a change in this pattern. There may, though, be an increase in hiring away from larger municipalities because of the enlargement of personnel-labour relations staffs in the larger centres in recent years.

"New" Positions

Many councillors predicted new staff positions which are the result of changing social pressures and the complexity of intergovernmental relations. While

not all these positions are "management", as defined for the purposes of this study, they are worthy of note as examples of trends in modern municipal administration. In all cases these positions were predicted by council members for larger municipalities, and all suggested the recruits would most likely come directly from post-secondary educational institutions, usually with graduate or post-graduate degrees.

These positions are:

Inter-Governmental
Liaison Officer

- There are 10 new positions predicted in this relatively new field. Many of the respondents equated this position to an administrative assistant or assistant to the head of council. Analysis of federal and provincial policies, as well as direct contact with individuals in the federal and provincial services, are seen as major elements of this job.

Information Officer

- Respondents from about 25 municipalities indicated this type of position would be created. The function was generally seen as an adjunct to council, rather than a traditional administrative position. Duties in this type of position generally include liaison with news media, production of informational brochures, speech writing researching, etc.

Policy Research Officer

- This position is also seen as an adjunct to council, as opposed to a traditional staff position. The trend is to establish this type of job as a management training position. Basic duties generally include supplying council or the head of council with reports on the effect of policies made by other levels of government, verbal accounts of statistical information, historical and social papers, speeches, etc.

Community Services Co-ordinator

- This is generally seen as a senior management position with direct responsibility for parks, recreation, and professional sport facilities. If existing patterns are followed, recruits will come from existing municipal staff members in related departments, and generally from outside the municipality which is creating the department. This will, of course, open an equal number of positions to fill the vacancies which this new position will create.

Social Services Co-ordinator (And Housing)

- This position is generally seen as a method of co-ordinating the social welfare and housing aspects of local government. Housing and programs for senior citizens are generally considered as a major responsibility. Most recruits will come from mid-management in municipal government or from the provincial service.

Other Categories

- A few other categories of jobs were listed by respondents to the questionnaires, but numbers in any of these categories were too small to be statistically significant. Job titles included purchasing agent, data processing manager, office supervisor, maintenance supervisor, transit co-ordinator, records management officer, and duplicating services officer.

THE MUNICIPAL MANPOWER "CHAIN REACTION"

In The Data Base, senior managers were asked to determine the most likely source from which the person to succeed them would be recruited. Their responses were:

a. The staff of your municipality	32%
b. Another municipality	45%
c. Another level of government	7%
d. Private enterprise	23%
e. Directly from graduation from an educational institution	5%
f. The ranks of council	5%
g. Other	3%

NOTE: Percentages total over 100% because many managers indicated more than one source of recruitment.

An examination of this statistic showed:

- only in large cities was it predicted that the successor would come from the staff of the municipality;
- northern municipalities overwhelmingly (77%) predicted successors would come from another municipality;
- personnel officers predicted the highest incidence (50%) of successors being recruited from private enterprise.

The statistic indicates rather boldly that municipalities generally do not see their staffs as being prepared to enter the ranks of senior management. This problem is, undoubtedly, caused by small numbers of staff in most municipalities and the lack of opportunity for advancement within one specific municipality.

Traditionally, if a municipality has a vacancy in its senior ranks, it will hire from the mid-management ranks of a peer municipality, or the senior ranks of a smaller municipality. This action sets in motion a series of hirings which will eventually affect a large number of municipalities.

As noted in Career Planning, the second in this series of Discussion Papers, this system of recruiting is burdensome to all affected municipalities, especially those at the end of the chain. Those employers, usually the small municipalities, are faced with hiring new employees continually, and in the case of many types of municipal jobs, are faced with what is usually an expensive and lengthy training process.

Another possible source of management manpower, and one which is discussed more thoroughly in Organizational Development, the third in this series of Discussion Papers, is lateral movement. Often there will be a "comer" in one department whose opportunities for advancement are blocked within that department. This type of person, with proper training, can often be developed to fill a management role within another department.

In municipal government, the problem is compounded in that the employer at the end of the chain is also usually the employer who pays the least salary and attracts the least qualified candidates. This employer would, in extreme circumstances, be continually faced with training costs.

Many of the new managers will come from the mid-management group or the management training group of larger municipalities, if past experience can be used as an indicator. These large municipalities generally recruit highly educated or trained individuals. A rather substantial salary is usually involved.

The situation appears to revolve around these issues:

- after absorbing training and development costs, the municipalities that pay the least in salary will lose staff to those that pay slightly higher salaries;
- the larger municipalities will lose staff to the medium-size municipalities, again after absorbing training and development costs for the staff member.

It must not be suggested that the municipalities that are likely to lose staff do not profit from those staff members while they are serving, but it does appear that the municipalities that will gain the most are those that will not be required to do much in the way of providing training and development. This problem might be partially solved through an administrative-trainee program, such as that discussed in Recruitment, the fourth in this series of Discussion Papers, and which is detailed in an appendix to that paper.

There is little reason to expect a change in the category of employee who is attracted from private industry. In the past, personnel officers, treasurers and treasury officers, labour relations officers, planners, purchasing agents, and transportation officers have come predominantly from this source. As long as municipal salaries are competitive with private-sector salaries, this pattern will continue.

Recommendations

1. This paper is the first attempt to predict the manpower requirements for municipal managers in Ontario in order to:

- supply career-pathing information for individuals;
- identify training and development needs of both individuals and organizations;
- provide labour-force prospects for potential recruits (including post-secondary students).

This type of forecasting should become a continuing function of a central body able to collect and analyse cross-municipal trends and needs.

2. Municipalities should investigate the usefulness of manpower planning specifically addressed to their organizations and the positions within them, at a regional-municipality or county level and including the area and local municipalities.

These plans should:

a. Detail:

- job descriptions for each position;
- recruitment criteria for each position;
- career goals for each individual;
- analyses of the potential of individuals.

b. Forecast:

- new positions that will become available;
- positions that will be substantially altered.

